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Financing of the United Nations Mission of Observers in Tajikistan

Financing of the United Nations Mission of Observers in Tajikistan

Report of the Secretary-General

Summary

The present report contains the financial performance report of the United Nations Mission of Observers in Tajikistan (UNMOT) for the period from 1 July 1997 to 30 June 1998. The General Assembly, by its resolution 52/229 A of 31 March 1998, appropriated a total of $15,000,000 gross ($14,335,000 net) for the expansion of the Mission for the period from 1 July 1997 to 30 June 1998, inclusive of the amount of $8,275,700 gross ($7,721,300 net) already appropriated under the provisions of its resolution 51/237 of 13 June 1997. In addition a voluntary contribution in kind valued at $1,340,000 was received from one Member State.

Expenditures for the period totalled $13,931,600 gross ($13,626,600 net), inclusive of a budgeted voluntary contribution in kind amounting to $1,340,000, resulting in an unencumbered balance of $2,408,400 gross ($2,048,400 net).

The unencumbered balance resulted mainly from delayed deployment of civilian staff, lower than projected utilization of aircraft and receipt of a budgeted voluntary contribution in kind in respect of rations, partially offset by additional requirements under the assistance for disarmament and demobilization programme and absorption of the Mission's share of the prorated cost of $230,300 for the United Nations Logistics Base at Brindisi, Italy.

The action to be taken by the General Assembly in connection with the financing of the Mission of Observers is a decision on the treatment of the unencumbered balance of $2,408,400 gross ($2,048,400 net) for the period from 1 July 1997 to 30 June 1998.

* Reissued for technical reasons.

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I. Introduction

1. The United Nations Mission of Observers in Tajikistan (UNMOT) was established by the Security Council in its resolution 968 (1994) of 16 December 1994 for a period of up to six months, subject to the proviso that it would continue beyond 6 February 1995 only if the parties agreed to extend the Agreement on a Temporary Ceasefire and the Cessation of Other Hostile Acts on the Tajik-Afghan Border and within the Country for the Duration of the Talks of 17 September 1994 (S/1994/1102, annex I) and that they remained committed to an effective ceasefire, to national reconciliation and to the promotion of democracy.

2. The Security Council subsequently extended the mandate of UNMOT in various resolutions. By its resolution 1138 (1997) of 14 November 1997, the Council (a) authorized the Secretary-General to expand the size of UNMOT in accordance with the recommendations contained in paragraphs 34–36 of his report to the Council of 4 September 1997 (S/1997/686 and Add.1) and in paragraph 23 of his report to the Council of 5 November 1997 (S/1997/859); (b) extended the mandate of UNMOT until 15 May 1998; (c) expanded the mandate of UNMOT to use its best efforts to promote peace and national reconciliation and to assist in the implementation of the General Agreement on the Establishment of Peace and National Accord in Tajikistan (A/52/219–S/1997/510, annex I); and (d) noted the agreement of the parties to form a joint security unit to provide security, including armed escorts, for UNMOT personnel and transports mainly in the central part of the country, and called upon them to establish it without delay.

3. The Mission's mandate has been extended by the Security Council in subsequent resolutions, the most recent of which was resolution 1206 (1998) of 12 November 1998, in which the mandate was extended for a period of six months, until 15 May 1999.

4. An amount of $8,275,700 gross ($7,721,300 net) for the maintenance of UNMOT for the period from 1 July 1997 to 30 June 1998, including $308,000 for the support account for peacekeeping operations, was initially appropriated by the General Assembly under its resolution 51/237 of 13 June 1997.

5. In the light of the expansion of the Mission's mandate, based on Security Council resolution 1138 (1997), a revised budget amounting to $22,282,100 gross ($20,998,100 net) for the maintenance of UNMOT for the period from 1 July 1997 to 30 June 1998 was submitted in the report of the Secretary-General dated 13 March 1998 (A/52/772/Add.2). It provided for a total of 120 military observers, 2 civilian police, 71 international staff and 140 locally recruited staff. The revised budget did not, however, take into consideration the voluntary in-kind contribution, budgeted at $1,340,000, in respect of rations received for the disarmament and demobilization programme received from the Government of the United States of America.

6. However, on the recommendation of the Advisory Committee on Administrative and Budgetary Questions (see A/52/817, para. 12), the General Assembly, by its resolution 52/229 A of 31 March 1998, appropriated an amount of $15,000,000 gross ($14,335,000 net) for the maintenance of UNMOT for the period from 1 July 1997 to 30 June 1998, including $8,275,700 gross ($7,721,300 net) already appropriated under the provisions of General Assembly resolution 51/237.

7. The apportionment of $15 million included the budgetary provision for rations requirements for the assistance for disarmament and demobilization programme in the amount of $1,340,000 for the former United Tajik Opposition (UTO) fighters. In this connection it is recalled that in the report of the Secretary-General (A/52/772/Add.1, annex III.C, para. 82) it was indicated that this provision would be offset against any voluntary

contribution that may become available. Subsequently, voluntary contribution in kind of rations earmarked for the former UTO fighters was provided by the Government of the United States of America, which offset this requirement.

II. Implementation of the budget

8. Information on the operation of UNMOT and on the situation on the ground during the period under review is contained in the reports of the Secretary-General to the Security Council dated 4 and 11 September 1997 (S/1997/686 and Add.1), 5 November 1997 (S/1997/859), 10 February 1998 (S/1998/113), 6 May 1998 (S/1998/374), 13 and 17 August 1998 (S/1998/754 and Add.1) and 3 November 1998 (S/1998/1029).

9. The signing of the General Agreement on the Establishment of Peace and National Accord in Tajikistan and the Moscow Declaration (A/52/219–S/1997/510, annex II) on 27 June 1997 and the subsequent convening of the Commission on National Reconciliation launched the period of transition, during which the refugees are to return; the United Tajik Opposition fighters are to be demobilized or reintegrated into the governmental structures; the armed forces, police and security apparatus are to be formed; and the democratic processes in the country are to be improved, leading to elections and the formation of a new Government.

10. In the light of this development, the mandate of UNMOT was expanded to assist this process, as stated in paragraph 2 above, and the related additional requirements were provided in the revised budget for the reporting period.

11. The peace process has been disrupted by violence and made only slow progress during the period of expansion, which started in mid-November. As a result, the deployment of additional military and civilian staff was delayed, and full deployment was not realized during the period. This factor contributed to the unutilized balance reported under various budget line items, in particular, under civilian personnel costs and operational costs. The unanticipated voluntary in-kind contribution from the Government of the United States in respect of rations for former combatants of United Tajik Opposition under the assistance for disarmament and demobilization programme also contributed to overall savings.

III. Financial performance report for the period from 1 July 1997 to 30 June 1998

12. As indicated in table 1 below, from total resources in the amount of $16,340,000 (apportionment: $15,000,000; voluntary contribution: $1,340,000) for the maintenance of UNMOT for the period from 1 July 1997 to 30 June 1998, expenditures amounted to $13,931,600 gross ($13,626,600 net), including a voluntary contribution in kind in the amount of $1,340,000, and $3,540,100 in unliquidated obligations. The resulting unencumbered balance of $2,408,400 gross ($2,048,400 net) represents, in gross terms, approximately 16 per cent of the amount appropriated.

13. Annex I to the present report contains the financial performance information for the reporting period by budget line item, with supplementary information on significant variances presented in annex II. Charts showing the planned and actual deployment of military and civilian personnel and the apportionment and expenditures by main budget groups are presented in annexes III and IV respectively.

14. Information on the deployment of military and civilian personnel during the reporting period is presented in table 2.

Table 1
Apportionment and expenditure
(Thousands of United States dollars)

Category of expenditure	*Apportionment*	*Expenditure*[a]	*Variance*
Military personnel costs	1 937.7	1 875.5	62.2
Civilian personnel costs	4 513.7	3 985.6	528.1
Operational costs	5 804.8	5 140.9	663.9
Other programmes	3 110.8	2 086.3	1 024.5
United Nations Logistics Base at Brindisi	—	230.3	(230.3)
Support account for peacekeeping operations	308.0	308.0	—
Staff assessment	665.0	305.0	360.0
Total	**16 340.0**	**13 931.6**	**2 408.4**
Income from staff assessment	(665.0)	(305.0)	(360.0)
Voluntary contributions in kind (budgeted)	(1 340.0)	(1 340.0)	—
Gross requirements	**15 000.0**	**12 591.6**	**2 408.4**
Net requirements	**14 335.0**	**12 286.6**	**2 048.4**
Voluntary contributions in kind (non-budgeted)	—	—	—
Total resources	**14 335.0**	**12 286.6**	**2 048.4**

[a] Includes $3,540,100 in unliquidated obligations.

Table 2
Authorized staffing, incumbency and vacancy rates for military and civilian personnel for the period from 1 July 1997 to 30 June 1998

	1 July–15 November 1997			*16 November 1997–30 June 1998*		
Personnel category	*Authorized strength*	*Actual strength (average)*	*Vacancy rate (percentage)*	*Authorized strength*	*Actual strength (average)*	*Vacancy rate (percentage)*
Military observers	44	44	—	120	71	41
Military contingents	—	—	—	—	—	—
Civilian police	—	—	—	2	0.3	85
International staff	26	26	—	71	34	52
Local staff	40	39	3	140	63	55
United Nations Volunteers	—	—	—	—	—	—

IV. Action to be taken by the General Assembly at its fifty-third session

15. The action to be taken by the General Assembly in connection with the financing of United Nations Mission of Observers in Tajikistan is a decision on the treatment of the unencumbered balance of $2,408,400 gross ($2,048,400 net) for the period from 1 July 1997 to 30 June 1998.

Annex I

Financial performance report for the period from 1 July 1997 to 30 June 1998: summary statement

(Thousands of United States dollars)

		(1)	(2)	(3)	(4) = (1-3)
		Apportionment	*Non-recurrent expenditures*	*Total expenditures (inclusive of non-recurrent expenditures)*	*Variance*
I.	**Military personnel costs**				
1	Military observers	1 848.8	—	1 823.3	25.5
2	Military contingents	48.5	—	11.8	36.7
3	Other costs pertaining to military personnel				
	(a) Contingent-owned equipment	7.6	—	7.6	—
	(b) Death and disability compensation	32.8	—	32.8	—
	Subtotal, line 3	**40.4**	**—**	**40.4**	**—**
	Total, Category I	**1 937.7**	**—**	**1 875.5**	**62.2**
II.	**Civilian personnel costs**				
1	Civilian police	14.9	—	10.8	4.1
2	International and local staff	4 498.8	—	3 974.8	524.0
3	International contractual personnel	—	—	—	—
4	United Nations Volunteers	—	—	—	—
5	Government-provided personnel	—	—	—	—
6	Civilian electoral observers	—	—	—	—
	Total, Category II	**4 513.7**	**—**	**3 985.6**	**528.1**
III.	**Operational costs**				
1	Premises/accommodation	130.0	75.5	149.8	(19.8)
2	Infrastructure repairs	—	—	—	—
3	Transport operations	1 998.3	1 407.6	1 929.6	68.7
4	Air operations	1 798.3	—	1 388.6	409.7
5	Naval operations	—	—	—	—
6	Communications	1 118.8	494.4	945.6	173.2
7	Other equipment	544.2	432.1	519.3	24.9
8	Supplies and services	194.2	—	187.5	6.7
9	Air and surface freight				
	(a) Transport of contingent-owned equipment	—	—	—	—

		(1)	(2)	(3)	(4) = (1-3)
		Apportionment	*Non-recurrent expenditures*	*Total expenditures (inclusive of non-recurrent expenditures)*	*Variance*
	(b) Commercial freight and cartage	21.0	—	20.5	0.5
	Subtotal, line 9	**21.0**	**—**	**20.5**	**0.5**
	Total, Category III	**5 804.8**	**2 409.6**	**5 140.9**	**663.9**
IV.	**Other programmes**				
	1. Election-related supplies and services	—	—	—	—
	2. Public information programmes	57.7	—	57.4	0.3
	3. Training programmes	—	—	—	—
	4. Mine-clearing programmes	—	—	—	—
	5. Assistance for disarmament and demobilization	3 053.1[a]	1 746.2	2 028.9	1 024.2
	Total, Category IV	**3 110.8**	**1 746.2**	**2 086.3**	**1 024.5**
V.	**United Nations Logistics Base at Brindisi**	**—**	**—**	**230.3**	**(230.3)**
VI.	**Support account for peacekeeping operations**	**308.0**	**—**	**308.0**	**—**
VII.	**Staff assessment**	**665.0**	**—**	**305.0**	**360.0**
	Total, Categories I–VII	**16 340.0**	**4 155.8**	**13 931.6**	**2 408.4**
VIII.	**Income from staff assessment**	**(665.0)**	**—**	**(305.0)**	**(360.0)**
IX.	**Voluntary contributions in kind (budgeted)**	**(1 340.0)[b]**	**—**	**(1 340.0)[b]**	**—**
	Total, Categories VIII–IX	**(2 005.0)**	**—**	**(1 645.0)**	**(360.0)**
	Gross requirements	**15 000.0**	**4 155.8**	**12 591.6**	**2 408.4**
	Net requirements	**14 335.0**	**4 155.8**	**12 286.6**	**2 048.4**
X.	**Voluntary contributions in kind (non-budgeted)**	**—**	**—**	**—**	**—**
	TOTAL RESOURCES	**14 335.0**	**4 155.8**	**12 286.6**	**2 048.4**

[a] Inclusive of $1,340,000 budgeted voluntary contributions in kind.

[b] While the total value of the voluntary contributions was estimated at $1,680,000, only the apportioned amount of $1,340,000 is recorded.

Annex II

Supplementary information on significant variances

Military personnel costs

Apportionment: $1,937,700; expenditure: $1,875,500; variance: $62,200

1. The unutilized balance of $62,200 under military observers ($25,500) and military contingents ($36,700) resulted from the lower than anticipated deployment of military observers and the non-procurement of contingency rations due to available inventory from the prior period respectively.

Civilian personnel costs

Apportionment: $4,513,700; expenditure: $3,985,600; variance: $528,100

2. The unutilized balance of $524,000 under international and local staff costs was due to the high vacancy rate throughout the period for both international and local staff. Delayed deployment of civilian staff during the expansion period in particular contributed to the high vacancy rate. As shown in table 2 of the main report and in annex III, almost full deployment was achieved during the period from 1 July to 15 November 1997 against the authorized 26 international staff and 40 local staff posts. However, during the expansion period, from 16 November 1997 onwards, there was an average vacancy rate of 52 per cent for international staff and 55 per cent for local staff against the authorized 71 international and 140 local level posts.

Operational costs

Apportionment: $5,804,800; expenditure: $5,140,900; variance: $663,900

3. The unutilized balance of $663,900 under this heading resulted from reduced requirements totalling $683,700 under transport operations ($68,700), air operations ($409,700), communications ($173,200), other equipment ($24,900), supplies and services ($6,700) and air and surface freight ($500), which were offset in part by additional requirements totalling $19,800 under premises/accommodation.

Premises/accommodation

Apportionment: $130,000; expenditure: $149,800; variance: ($19,800)

4. Additional requirements of $19,800 under this heading resulted mainly from higher than anticipated requirements under alterations and renovations of premises and freight charges for the shipment of containers.

Transport operations

Apportionment: $1,998,300; expenditure: $1,929,600; variance: $68,700

5. The unutilized balance of $68,700 under this heading was mainly attributable to the savings under purchase of vehicles due to lower than budgeted unit costs of vehicles purchased (actual unit cost of $11,300 versus budgeted unit cost of $18,700), rental of vehicles, petrol, oil and lubricants and vehicle insurance.

Air operations

Apportionment: $1,798,300; expenditure: $1,388,600; variance: $409,700

6. The unutilized balance of $409,700 resulted from reduced requirements totalling $429,400 under helicopter operations ($210,200) and fixed-wing aircraft ($219,200), which were partially offset by increased requirements under aircrew subsistence allowance of $19,700.

7. The unutilized balance under helicopter operations is due to lower than anticipated flying hours, and the unutilized balance under fixed-wing aircraft is attributable to the late arrival of the aircraft (AN-26) in the mission area, which also resulted in lower than anticipated flying hours. Additional requirements under aircrew subsistence allowance were due to a higher than anticipated number of crew members (20 instead of 10).

Communications

Apportionment: $1,118,800; expenditure: $945,60; variance: $173,200

8. The unutilized balance of $173,200 resulted from reduced requirements totalling $247,500 under commercial communications, which were offset in part by additional requirements of $74,300 under communications equipment ($14,200), spare parts and supplies ($53,700) and workshop and test equipment ($6,400).

9. The unutilized balance under commercial communications was attributable to the non-operation of some team sites for security reasons and delayed deployment of additional staff.

10. Additional requirements under communication equipment were due to the purchase of additional equipment (INMARSAT Mini-M, GP 300, telephone sets), which was not foreseen in the revised budget for the expansion of the Mission, while additional requirements under spare parts and supplies and workshop and test equipment were due to higher than anticipated freight charges.

Other equipment

Apportionment: $544,200; expenditure: $519,300; variance: $24,900

11. The unutilized balance of $24,900 was mainly attributable to the transfer of various items of data-processing equipment from the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES) and other items of miscellaneous equipment which were also made available from UNTAES and the United Nations Logistics Base at Brindisi.

12. The unutilized balance was offset in part by additional requirements under items such as office furniture, petrol tank plus metering equipment and spare parts, repairs and maintenance.

Supplies and services

Apportionment: $194,200; expenditure: $187,500; variance: $6,700

13. The unutilized balance totalling $6,700 was attributable to reduced requirements under miscellaneous services ($6,900), and was partially offset by additional requirements totalling $200 under miscellaneous supplies.

Other programmes

Apportionment: $3,110,800; expenditure: $2,086,300; variance: $1,024,500

14. The unutilized balance of $1,024,500 was mainly attributable to voluntary contributions in kind made available under the assistance for disarmament and demobilization programme. Provision of $1,713,100 had been made for rations and miscellaneous services under assistance for disarmament and demobilization for former combatants of the United Tajik Opposition (UTO) and for personnel of the Joint Security Unit, composed of 120 soldiers each from the Government of Tajikistan and UTO. The savings were due to the subsequent receipt of a voluntary in-kind contribution of rations from the Government of the United States of America for the former UTO combatants. Expenditures incurred covered rations requirements of the personnel of the Joint Security Unit and for other miscellaneous services, including the cost of transporting the donated rations, for which no budgetary provision had been made.

United Nations Logistics Base at Brindisi

Apportionment: none; expenditure: $230,300; variance: ($230,300)

15. The expenditure of $230,300 represents the Mission's prorated share of the cost of maintaining the United Nations Logistics Base at Brindisi for the reporting period, in accordance with General Assembly resolution 52/1 A of 15 October 1997.

Staff assessment

Apportionment: $665,000; expenditure: $305,000; variance: $360,000

16. The unutilized balance was due to delayed deployment of staff.

Income from staff assessment

Apportionment: ($665,000); expenditure: ($305,000); variance: ($360,000)

17. This amount was derived from staff assessment (see para. 16).

Voluntary contributions in kind (budgeted)

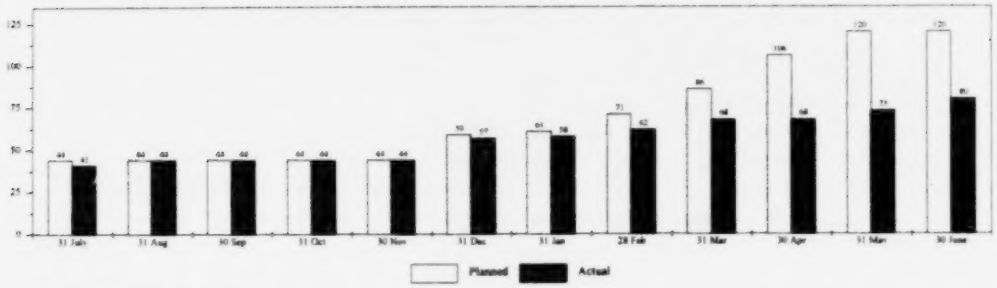
Apportionment: ($1,340,000); expenditure: ($1,340,000); variance: none

18. An unanticipated voluntary in-kind contribution of rations was donated by the Government of the United States for the former UTO combatants, which offset the budgeted provision.

Annex III

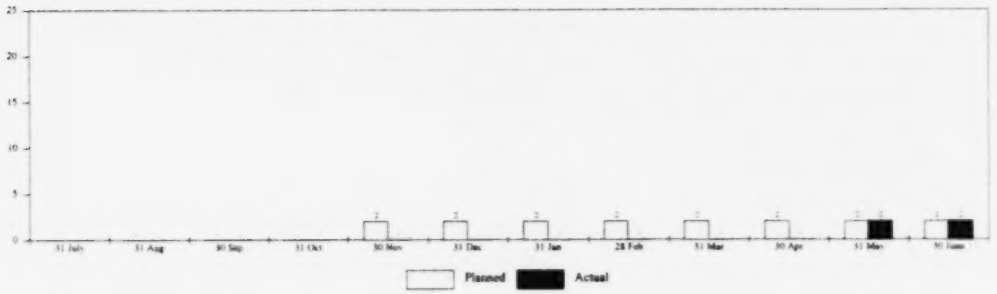
Planned and actual deployment of military and civilian personnel for the period from 1 July 1997 to 30 June 1998

1. Military observers

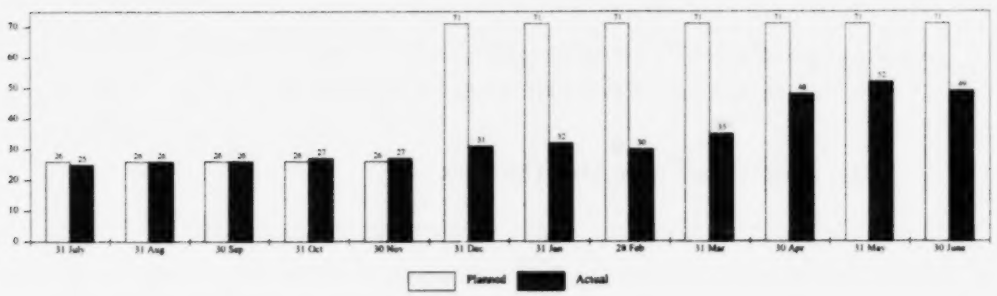


[a] Based on the phasing-in plan.

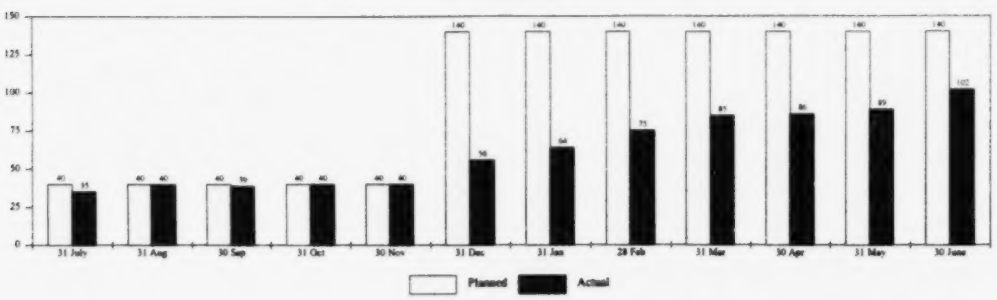
2. Civilian police



3. International staff



4. Local staff



Annex IV

Apportionment and expenditures for the period from 1 July 1997 to 30 June 1998